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# Land policy REVIEW

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UNITED STATES DEPARTMENT OF AGRICULTURE  
BUREAU OF AGRICULTURAL ECONOMICS



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# LAND . . . POLICY . . . REVIEW

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## *Our Federal Lands*

By LAWRENCE A. REUSS. *War has always intensified people's interest in public lands. During hostilities and reconstruction high crop and livestock production is needed. Then when the war is over, many returning veterans look to the land for a place to settle. This has been true throughout history and it is true in our country today. This author takes stock.*



VIRTUALLY ALL of our good agricultural land is owned privately but the Federal Government still

holds large acreages of rural territory. Most of it was left over from the huge public domain acquired before 1850. It is difficult for many citizens to realize that practically none of this would make good farms. Only a relatively small part could be irrigated or drained and that only with large investment of capital. It is mainly hilly to mountainous forest land and semiarid to arid range land. During the settlement period, homesteaders passed over much of it as undesirable. Wartime demands and the return to civilian life of thousands of veterans who came back thinking they would like to turn to farm life, reawakened interest in these lands—

what they are and where they are. So a study has been made of the work and reports of many agencies regarding Federal rural lands.

Land problems and conditions connected with the land and its tenure were acute for 20 years following World War I. The disastrous drop in prices for farm products that came so soon after the close of those hostilities precipitated a farmers' depression several years before the stock-market collapse of 1929. Then came the well-remembered droughts and floods of the 1930's. Blowing of soil, inundations of dust, heavy erosion, unprecedented crop failures, disastrous floods, spelled ruin in many parts of the country.

Conditions after this war give evidence of being considerably better for farmers—it is unnecessary to cite

the several reasons here. But on the other hand there is some similarity in land-use conditions. The more we know of the extent and use of our land resources, both public and private, and their contribution to agriculture and other uses, both in war and in peace, the better our understanding of the situations and the potentialities and the needs.

Rural land in the continental United States that is held by the Federal Government reached about 458 million acres in 1945, or about one-fourth of the land area of our country. This includes approximately 55 million acres of Indian lands that are held in trust. Nearly 90 percent of all the Federal land is in the 11 Western States and nearly one-half is range land which is leased to farmers and ranchers under a management policy aimed at improving forage conditions and promoting stability in livestock production. The forest lands, nearly one-third of all Federal lands, are managed for timber production, watershed protection, and other purposes. These forest and range lands are suitable only for extensive uses. Much is like desert country and much is rocky and mountainous. Some tracts are swampy and many are remote and inaccessible.

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## Susceptible

*This cherished thing called soil  
is not imperishable or permanent.*

—CLARE LEIGHTON

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Parts of the land have special values. Some parts are reserved for the sake of public water supply and national defense. Others are held for parks, wildlife, and recreation—uses that were scarcely recognized as being in the public interest a generation or two ago.

### *Backward Glance*

Present Federal ownership of land had its beginnings in colonial days. Lands conveyed by Crown grants and charters were ceded by the States to the Federal Government. Later came the Louisiana Purchase, the Spanish cession of Florida, the annexation of Texas, the establishment of title to Pacific Northwest, the cession by Mexico of southwestern territory, and the Gadsden Purchase. As the public domain was extended, lands were surveyed and passed out of Federal ownership by grant, preemption, homestead, and sale—about 992 million acres, or three-fourths of the original public domain, were disposed of. Grants to States and corporations for public improvements exceeded 300 million acres, patented to homesteaders slightly less than 300 million, and sales and other disposals nearly 400 million. Some of this land is still held by States and railroad companies.

Federal holdings in 1945 included the remainder of the original public domain and about 50 million acres of acquired lands. The remaining public domain is generally the land considered least desirable by buyers and homesteaders.

Early policy was to pass the public lands into private ownership as rapidly as possible. Even so, reservations of public domain were made

from time to time. The Yellowstone National Park was created in 1872. About 20 years later the President was authorized to establish forest reserves on the public domain—the beginning of our present national forests. Other withdrawals for such uses as Indian reservations, reclamation, and power were authorized from time to time. Congress climaxed this program in 1934 by authorizing the withdrawal, classification, and management of all unreserved public-domain lands. Thereafter, they could no longer be disposed of unless classified by the Department of the Interior as suitable for disposition.

Congress has occasionally approved programs for acquisition of land by the Federal Government. Most of the land gained by purchase, exchange, or gift was acquired for forestry (national forests, etc.), retirement of submarginal land (Soil Conservation Service lands), and for military purposes (War and Navy Departments).

### *Not Farming Land*

Practically all of the public land today that could be made ready for farming would need costly improvements, such as irrigation, drainage, clearing, or leveling, and access to roads.

But these lands have a variety of resources or values. Timber, forage, and watershed protection are predominant. Grazing is now the primary use on more than 200 million of the acres. Timber is now the primary use on more than 140 million acres, and more than 100 million of these same acres are also grazed. Then we have the service

areas for parks, recreation, wildlife, military use—they may include barren and swamp land as well as forests and scenic wonders. All of the lands are held in the public interest under various withdrawals and purchases made pursuant to congressional legislation and Presidential action. But large areas are used under certain conditions by private citizens.

### *Multiple Use*

Multiple use is a term that has fairly recently grown familiar in regard to land. It stands for great values to individuals and to the public. Frequently two or more uses or values are associated on a given public tract. To insure that such a tract will yield the highest practicable social and economic benefit from all its resources and uses combined, the multiple-use management is worked out and maintained.

Such arrangements are increasing. Forested lands offer the best opportunities, for besides the timber they produce they may be used for protecting watersheds, for grazing, and for wildlife. Then many of the open grazing lands also protect watersheds. The national parks preserve some of our finest scenery, afford recreation, and protect wildlife.

The sum of these additional uses is estimated to exceed 400 million acres—that is, it is more than 87 percent as large as the total area of Federal land. It is believed that primary uses plus additional uses amount to the equivalent of 860 million acres. Or, it is reasoned, an acre of Federal land has an average minimum use-equivalent of nearly 2 acres.

## *Administering Agencies*

Federal land is administered by several agencies—many of our readers can name them. Here is the major list: the Bureau of Land Management, the Office of Indian Affairs, the National Park Service, the Bureau of Reclamation, the Fish and Wildlife Service, all in the Department of the Interior; the Forest Service and the Soil Conservation Service in the Department of Agriculture; and the War Department. Three-fourths of the Federal land is under the administration of the Bureau of Land Management and the Forest Service alone.

That so many agencies are administering the lands is explained by the wide variety of uses involved. Included are such diverse uses as Indian reservations, grazing districts, stock driveways, reservoir sites, bombing ranges, training areas, experimental farms, game refuges, parks, national monuments, and air navigation sites.

As more than half the publicly held land in 1945 was being used by private citizens for grazing, the management practices in grazing areas are of interest. These lands are

usually grazed under permits, on a fee basis per head of livestock or per acre. Most of it supplements farm and ranch lands of those who are getting the permits, and is grazed in much the same way as if it were privately owned and under a good management plan. Much of it is very high in elevation or is dry and arid, and has grazing and water for only a few months at certain seasons of the year. Large parts of it have to be used only in the spring, summer, or fall months in connection with valley or irrigated lands that can furnish water, feed, and shelter for the winter and other months when grazing is not available. Grazing permits usually run for a term of years, and may be renewed. Some, besides specifying the numbers and kinds of livestock to be grazed, outline fairly definite boundaries of land to each permittee, and some involve regulated use of the land by more than one user. Major grazing of Federal lands occurs on the lands managed by the Bureau of Land Management and the Forest Service.

Forage produced on Federal lands is of great importance to the livestock enterprises on many farms and ranches. Parks and game refuges

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*When we reflect how difficult it is to move or deflect the great machine of society, how impossible to advance the notions of a whole people suddenly to ideal right, we see the wisdom of Solon's remark, that no more good must be attempted than the nation can bear.*

—THOMAS JEFFERSON

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help to meet public needs for recreation, preservation of scenic beauty, and preservation of wildlife. Military lands and other Federal lands serve a number of other public purposes.

### *Intermingled*

The combined use and conservation of Federal lands is often complicated by the fact that privately owned tracts may occur in the midst of public land. Even straight use is sometimes impeded by such tracts, as the Director of the National Park Service made clear in his article in *Land Policy Review* for Fall 1946.

Then much of the grazing that ranchers rely upon comes from tracts that are built up into operating units by the ranchers who lease the land or obtain it through use permits, from perhaps several different Federal and State agencies, from private corporations, and from individuals. This intermixture of different types of public ownerships with private ownerships intensifies any difficulties.

### *Wartime Increase*

Demand for land and land resources was greater during World War II than at any other time in our history. Many millions of acres of privately owned idle and fallow cropland and pasture were put into use and the demand by ranchmen for publicly owned pasture and grazing land seemed almost limitless. Public forest land was heavily cut but fortunately most of the cutting was kept within the accepted standards of sustained-yield management. The armed services and the men in them made new and vigorous use, in training and otherwise, of parts of the public lands beyond the eyes of civil-

ians. Practice in driving convoys on precipitous roads, adventurous skiing and mountain climbing under the direction of park and forest rangers, testing of new types of equipment and weapons, were only a few of the wartime pursuits that were pushed forward in their remote reaches.

For defense and war activities more land was taken under Federal control. About 10 million acres were added in the five wartime years. The War and Navy Departments bought most of this but the Forest Service completed some purchases that were under way when our country entered the war. The decreases brought about by homestead entries naturally declined but there were continuing programs of other entries for desert land, timber, stone, and minerals. Then there were the somewhat reduced public sales of isolated tracts and conveyances of title of indemnity selections, in satisfaction of grants of public lands made to States and railroads for school and other public purposes.

Large areas of Federal land held by other agencies were transferred temporarily to the War and Navy Departments. Some national forest lands were exchanged for State and private lands that lay within the national forests.

More than 35 million acres were involved at one time or another in military use during the war. Had it been necessary to buy such an extent of land the expenditure and loss of time would have been enormous.

So we enter this postwar period with Federal lands held for public purposes equal to one-fourth of all our land. It is an asset in which every citizen has an interest and its conservation and wise use concern us all.

# Wilderness Preservation

By HOWARD ZAHNISER. *Recreational uses of land have had their ups and downs. Just now they are realizing an expansion of idea and purpose reflecting a newer determination among many people, organized and unorganized.*



APPRECIATION of a land use value that has only recently developed—so recently that comparatively few Americans have yet sensed it—was recognized when Lyle F. Watts, Chief of the Forest Service, announced in June that a certain primitive area in southern California would remain unchanged. And this in spite of strongly backed proposals to install skiing facilities in the area.

"The San Gorgonio Primitive Area," Mr. Watts concluded, "has higher public value as a wilderness and a watershed than as a downhill-skiing area."

There was more significance to this decision than is apparent in the simple fact.

Six months before, the Forest Service had given 90-day notice of its proposal to develop the area with accommodations and mechanical conveyances for downhill skiers. The purpose of the public notice and the hearing was to determine whether or not the requests of the California Chamber of Commerce, the National and State ski associations, and many local ski groups represented in fact the highest use of this area or whether other values which would be lost by development were of greater importance.

What happened?

The simple answer is that for the first time the strength of the wide-

spread demand for safeguarding the Nation's primitive areas was demonstrated. For the first time the real use of such an area was revealed in detail. For the first time, in the face of a clear-cut issue, the national determination to preserve what primeval areas are still so available, even in the face of otherwise highly worthy demands, was made manifest.

No one—not even the most earnest of wilderness preservers—had before realized how great this demand, this use, this determination, had become.

"Thousands of letters," to use a Forest Service official's phrase, were received from all over the country. The hearing—called for one day only—developed such anticipations that the San Bernardino auditorium was engaged, and there for 2 days (and during an intervening night session) the Federal officials heard not only the strong skiing demands expected but also the unexpectedly numerous pleas of Boy Scouts, Girl Scouts, church and youth organizations, hiking clubs, natural science groups, sportsmen's clubs, water users, and State, regional, and national organizations, as well as many skiers—pleas for preserving the primitive.

All facing the issue were amazed at the numbers and earnestness of the diverse, unorganized, but determined defenders of a threatened remnant of the primeval. Nor was ski-

ing an issue in any sense. Those who argued for the primitive were also enthusiastic for the development of skiing and skiing opportunities, and many of them were embarrassed to be appearing in opposition to skiing groups. This fact was plain, however: The dominant sense of the public concerned was opposed to the sacrifice of a parcel of American wilderness to any demand that could elsewhere be reasonably well met. Wilderness preservation appeared to have become an American policy, not alone for the sake of the few who seek recreation away from all evidences of mechanical civilization, winter or summer, not alone for the sake of watershed protection or scientific study, or any other specific use, but for the sake of preserving for all time the privilege that every American now has of seeking out the wilderness *if he wants to.*

### Decision

Four months after the hearing, in announcing his decision, following study and re-study of the problem, Mr. Watts said that an important consideration in the San Gorgonio decision was the national aspect of the wilderness area. He foresaw, he added, a rising demand for wilderness recreation "as the influence of urban living induces more and more persons to seek the serenity and inspiration of wilderness areas." Opportunities for establishment of new wilderness areas are limited, he said, and loss of present areas of this description might well prove to be irreparable.

Yet it is within our own lifetimes that the effort to safeguard such remnants of primitive America within our national forests had its begin-

## High

*Make no little plans; they have no magic to stir men's blood, and probably themselves will not be realized. Make big plans; aim high in hope and work.*

—DANIEL H. BURNHAM

ning. First advanced early in the 1920's by a forest scientist, at about the same time advocated by a professional regional planner, the movement had its inception and early growth in the minds of land-use specialists. Not till 1930 did one of them—the late Robert Marshall—make his now classic broad appeal in *The Scientific Monthly*, called "The Problem of the Wilderness," concluding with the dynamic sentences: "There is just one hope of repulsing the tyrannical ambition of civilization to conquer every niche on the whole earth. That hope is the organization of spirited people who will fight for the freedom of the wilderness." And not until 1935 was a conservation organization—called simply The Wilderness Society—created specifically to help make real this hope, to support and advise the governmental agencies that administer lands with wilderness values, and to continue as an institution the scientific and educational concerns with the wilderness that were characteristic of its fore-runners and pioneers.

### Extensive System

Though this movement is still young, Americans now have—thanks

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*The earth never tires,  
The earth is rude, silent,  
incomprehensible at first,  
Nature is rude and  
incomprehensible at first,  
Be not discouraged, keep on,  
there are divine things  
well enveloped,  
I swear to you  
there are divine things  
more beautiful than words  
can tell.*

—*From Song of the Open Road,*  
by WALT WHITMAN

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largely to the foresight and initiative of officials within the Forest Service itself—a remarkably extensive system of such areas designated for perpetuation. There are 76 of them—embracing some 14,000,000 acres in 81 national forests. Four—all more than 100,000 acres in size—are called "Wilderness Areas," and 10, including less than 100,000 acres each, are designated "Wild Areas." Eventually it is expected that all the other areas in the system (except three designated as "Roadless Areas") will be classified as "Wilderness" or "Wild," depending on which side of the 100,000-acre measurement their acreages fall. At present, these 59 other areas carry, under an earlier nomenclature, the name "Primitive Areas"—two extending over 1,000,-

000 acres each, four exceeding 500,000 acres, and 18 others also passing the critical 100,000-acre total. The remainder exceed 5,000 acres each.

When all have been classified as "Wilderness" or "Wild" areas they will be under one or the other of the following regulations.

### *Wilderness Areas*

Regulation U-1 reads: "Upon recommendation of the Chief, Forest Service, national forest lands in single tracts of not less than 100,000 acres may be designated by the Secretary as 'wilderness areas,' within which there shall be no roads or other provision for motorized transportation, no commercial timber cutting, and no occupancy under special use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses; provided, however, that where roads are necessary for ingress or egress to private property these may be allowed under appropriate conditions determined by the forest supervisor, and the boundary of the wilderness area shall thereupon be modified to exclude the portion affected by the road."

"Grazing of domestic livestock, development of water storage projects which do not involve road construction, and improvements necessary for fire protection may be permitted subject to such restrictions as the Chief deems desirable. Within such designated wildernesses, the landing of airplanes on national forest land or water and the use of motor boats on national forest waters are prohibited, except where such use has already become well established or for administrative needs and emergencies.

"Wilderness areas will not be modified or eliminated except by order of the Secretary. Notice of every proposed establishment, modification, or elimination will be published or publicly posted by the Forest Service for a period of at least 90 days prior to the approval of the contemplated order and if there is any demand for a public hearing, the regional forester shall hold such hearing and make full report thereon to the Chief of the Forest Service, who will submit it with his recommendations to the Secretary."

### *Wild Areas*

Regulation U-2 reads: "Suitable areas of national forest land in single tracts of less than 100,000 acres but not less than 5,000 acres may be designated by the Chief, Forest Service, as 'wild areas,' which shall be administered in the same manner as wilderness, with the same restrictions upon their use. The procedure for establishment, modification, or elimination of wild areas shall be as for wilderness areas, except that final action in each case will be by the Chief."

Prime reason for the intended classification of all areas under these reg-

ulations is to insure for them the stronger status thus provided, the older regulation (L-20) being less restrictive.

### *Determination*

We thus have in sight an even surer regulatory status for most of the areas now in the system, but the most important of all our prospects is the deepening American determination to preserve its wilderness. San Gorgonio is only a Primitive Area, as far as regulations go, but it is still wilderness. And though the foreseeable threats to other areas are just as serious, or more so, the defense of these areas is also foreseeable. And as the scientific values of these areas are increasingly sensed, as the educational basis for their preservation is provided, and as their use for recreation becomes greater and more precious for more Americans, our hopes for their preservation in perpetuity becomes surer. For some time to come, anyone who prizes these areas but who is tempted to be discouraged in the face of the "tyrannical ambition of civilization to conquer every niche on the whole earth" can well remember San Gorgonio.

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## *Owners*

*I conceive that land belongs to a vast family of which many are dead, few are living, and countless members are still unborn.*

—A NIGERIAN CHIEF

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# Rural Roadsides

By HARLEAN JAMES. *With whole families in large numbers taking to the roads once more for summer and fall vacations, the question of the roadsides and outlying views—and roadside service—is well to the fore again. What progress has been made toward clearing up the unsightly, developing the beauties, protecting the attractions, and providing the necessities in a satisfactory way? And what can be expected? A national civic association keeps an eye on the situation.*



ONE OF the first concerns of the new Republic of the United States of America was with post roads. But the tales of early travelers, many of whom had to help push their coaches when they stuck in the mire, suggest a pretty slow and tedious rate of progress.

It was not until automobiles appeared on the scene that we saw a serious effort to provide hard-surfaced roads. In about a generation, the Public Roads Administration has provided a network of paved highways, but we built most of our mileage without regard to the land uses of the public and private property along the traveled highway.

In New England the highways often followed the old Indian and pioneer trails. Even the great National Pike, promoted early in the nineteenth century across the Alleghenies, followed what was called Nemocolin's Indian Trail, broadened and used in the eighteenth century by General Braddock as he marched to Fort Duquesne in the wilderness. Many stretches of the road to Pittsburgh yet follow this old trail. Over most of the three-million-odd square

miles of the continental United States, as the land was surveyed, the plan was to lay out roads along the section lines providing a grid of mile-square spaces, cut into half and quarter-miles as settlements became more dense.

The roads were meant for local and through travel, with the rate of speed about the same—the edge, if anything, being in favor of the carriage or light equipment used for local transportation. Access to abutting property was taken for granted. The principal use of land bordering rural highways was agriculture, but there were long stretches of untouched forest and open grassy plains.

In the 30 years during which we have been digging ourselves out of the mud, we have paved and repaved once or more, have located and relocated many miles of through highways, but we have not yet a single transcontinental highway running in any direction which was deliberately located for the sole purpose of providing for through travel. Our much vaunted transcontinental highways are still made up of State, county, and local roads and city

streets, laid out by some arbitrary plan or to meet local needs. These are pieced together and designated by some number which runs from coast to coast.

When automobiles came into use—say about 1910—our population was a little more than 90,000,000. Today we have increased that by more than 50,000,000. More people travel our highways, and pleasure traffic has increased at an enormous rate. Even with the streamline trains and the 56-passenger planes, our families still get out the automobile to go across the country and into the National and State parks.

### *Wherewithal*

Discovery of the possibilities of the gasoline tax and the automobile license and tax has provided funds beyond the dreams of Midas himself with which to build and maintain highways. But the owners of private property fronting on them have only recently begun to pay for the investment of the public in those roads, although new values have been created on millions of acres through our vast highway system.

The rural highways still traverse farm regions where only occasional access is needed for the home and enclosed yards, and the barns and principal farm buildings. But we were overtaken by sporadic rashes of shacks for roadside business. On the whole, the filling stations have improved through the years and many of the gas companies now insist on creditable buildings. But, unless there is some specific control, a good building and paved court may be so cluttered with signs that the effect is chaotic and the patron is confused.

### *Signboards*

In the early days of motor cars the rate of travel was only 20 or 25 miles an hour so motorists could read the signs that began to appear on the highway and that often intruded on the public right of way. Most States now prohibit any but direction and safety signs on the actual right of way, but the American land owner has been a pretty independent person and when it began to be profitable to rent space on private property abutting on public highways, the advertising signs multiplied.

### *Zoning*

And so counties began to enter the field of rural planning and zoning. These plans follow the patterns set up in city planning. They assign to the lands within the county the best use for each and they limit the areas in which business may be conducted. To quote from a recent pamphlet of the National Roadside Council:

"There are two types of roadside business districts, the 'roadside service' type and the 'general commercial' type. The former is intended for the uses which primarily serve the traffic on the highway, such as the

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## *Ratio*

*Liberty exists in proportion to wholesome restraint.*

—DANIEL WEBSTER

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## *Quotative*

*Next to the originator of a good sentence is the first quoter of it.*

—EMERSON

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gasoline station, the roadside eating place, and the overnight stopping place. Such uses have little relation to other than the highway traffic; they may be found in remote mountain areas, in the midst of the desert or in other places where there is relatively little adjacent population.

"The 'general commercial' type of district, on the other hand, is a business district which serves not only the traffic on the highway, but an adjacent community as well.

"There is no place in the roadside service district for the automobile wrecking yard, which is essentially an industrial use. Neither is there any place for the billboard, which is not a service type of use but an intrusive one. A billboard, which is a legitimate commercial enterprise in a general commercial district, is distinctly out of place in a roadside service district. In such a district it would be a parasitic rather than a service use."

California has perhaps developed county planning and zoning further than most States. San Mateo, Santa Clara, Contra Costa, Monterey, Marin, Santa Cruz, and Santa Barbara Counties have all made progress. They have developed fine highways along which the use of private property is strictly controlled.

Wisconsin has developed a type of agricultural zoning that has not yet concerned itself with roadside protection. Some other States are thinking in this direction. But at the very best, it will be some years before we can expect really effective zoning in 3,000 counties of the United States.

### *Voluntary Agreements*

Some highways have been protected by voluntary agreements of the property holders. For specially scenic highways and over comparatively limited mileages this has been an effective method.

With the large holdings of the Federal, State, and county governments in public parks and forests we have secured some relief from discreditable structures. And the growing number of wayside parks has added to the pleasant places in which motorists may stop.

### *Freeways*

But we still have a long way to go before we can claim that the vast acreage of private property abutting on highways has been zoned to its best use. One development of recent years has been the freeway or limited-access highway, usually with a broad right-of-way and sometimes flanked by service roads on either side for part of its distance. The Pennsylvania Pike is a freeway and permits travel at 75 miles an hour. That speed in itself should prove some deterrent to billboards, signs, and other casual structures. For who can drive at that rate and pay attention to the immediate foreground, beyond the direction signs?

The Merritt Parkway and the Westchester County parkways, both in New York, have set a pattern for pleasure drives which are also much used by local and visiting traffic because of the charm of the unspoiled countryside as well as because of the dispatch they provide for motorists.

### *Forward Look*

Through local measures and zoning, through well-designed parkways and freeways, through wayside parks, and with the cordial cooperation of the Federal and State governments which hold property along highways, we can look forward to a day when rural areas may present to passing motorists a pleasant landscape and at the same time provide roadside services and properly located commercial districts. This is the essence of wise local zoning and planning.

But time lags, and zoning for those several thousand counties will be of slow realization. Among other leaders, the American Planning and Civic Association has long claimed that the billion and more dollars a year invested by the States and the Nation in the construction and maintenance of State highways is worth protection through State control of roadside use. The Association has proposed a form of State law to regulate the use of land abutting on State highways within 500 feet. Zones would be designated for rural, residence, business, and industrial uses. So far, no State has enacted such a law.

We can never expect to see a good balance between highway development and the treatment of land along the highways until some sort of responsible direction of land uses is set up. Whether it be State or county is for the people of the country to determine.

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## *Turmoil*

*Surely not less serious is the matter of mind erosion: the dust storms of daily excitement and of continual triviality can easily blow away the sensitive topsoil of the spirit.*

—CHRISTOPHER MORLEY

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# *Perique: Fact and Legend*

By ROBERT W. HARRISON. *This aromatic tobacco is grown and processed only in America and in one small locality yet it is known to connoisseurs the world over. Legend has it that this local soil is the only kind on which it can be grown.*



CONFIRMED pipe smokers have varying versions of the history of perique and of the Acadian legend surrounding this unique crop, but they agree that of Louisiana's gifts to the epicure none has a more curious history. It is produced on the east coast of the Mississippi River above New Orleans in the locality dotted with the little French towns of Paulina, Beaumont, Gramercy, Remy, Lutcher, Convent, and Grande Pointe.

Here is a triangle, running along the river for about 10 miles and extending its point for perhaps 3 miles into the swamp, but rising 3 or 4 feet above it like an island. Originally it was covered with cane, giving good grazing for the cattle of the early settlers, and is still known as the *Vacherie of Grande Pointe*. There is a widely accepted belief that this soil, a calcareous loam, chocolate in color and of great fertility, is the only soil on which the pungent perique can be grown but impartial observers usually conclude that this localization has a stronger relation to the character of the rural French culture and local economic controls than to physical factors.

The crop has always been small and is known in America by only a

few devotees, but perique is prized in Europe as a rare blending tobacco. In 1945 there were 400 acres producing something less than 400,000 pounds, for which the farmers received about 65 cents a pound. In 1946 heavy rains cut the yield but about 400 men, women, and children were employed in the crop.

According to popular legend the culture of perique began when the Choctaw and Chickasaw Indians cultivated the rich triangle, growing tobacco along with pumpkins, squash, corn, and beans. We know that during the early eighteenth century the French and Spanish colonists developed plantations along the Mississippi River with tobacco, rice, and indigo as the chief crops. But these attempts to establish a commercial tobacco industry in Louisiana similar to that of the Indies failed. A generation later, when France tried to revive the Louisiana industry the crop was found to be rough in appearance, badly cured and full of gum, and poorly packed—very different from the dark, aromatic tobacco Spain produced in its island possessions. It was soon driven off the market by tobacco brought down the Mississippi River from the Ohio Valley, particularly by tobacco from Kentucky.

The Acadians arrived in the latter half of the eighteenth century, and drifted up the bayous and streams to make their homes in the wilds. In what is now St. James Parish a young Acadian, Pierre Chenet, watched the Indians cure tobacco by fermenting it under pressure. He began to cure his own crop in this fashion and is said to have made improvements. According to legend, this was the beginning of the industry known by Pierre's nickname, Perique.

Like all folklore, this legend is an elusive mixture of fact and fancy. Research in the archives will convince the sophisticated reader that the French or Spanish brought the process of fermenting tobacco under pressure to Louisiana long before the Acadians arrived. Certainly the *Compagnie des Indies* tried to establish a commercial tobacco enterprise in the Mississippi Valley using methods that had been common in other Spanish colonies for generations. The origin of the name, too, is a matter of conjecture. It apparently came into use about 1790 and seems definitely of Louisiana origin. Some students think the name a corruption of *peruke*—a method of rolling the hair common in the seventeenth and eighteenth centuries.

### *Unique Pack*

To connoisseurs perique is known by its characteristic pack, called a *carotte*. This is a roll holding 4 pounds of tobacco. A bundle of leaves is covered with canvas and rolled into a hard cylinder of tobacco about 15 inches long by means of a winch which draws quarter-inch rope around the roll. After a few days the rope is rewound tightly so the tobacco will not easily dry out.

Packed in this fashion it will keep for years.

The *carotte*, mentioned in early Spanish literature of the colonial trade of Louisiana and the Indies, is clearly one of the oldest packaging methods now in use in our agriculture. It has become a symbol of perique, although usually only "old timers" in Vacherie market a part of their crop in this way for it means long, hard work. Perique can now be bought in tins or in paper packages wrapped in cellophane. Most of the crop is exported to England, Canada, Norway, Sweden, and other countries, in paraffin-lined barrels that contain about 500 pounds. There it is used in the manufacture of fine products for pipe smokers.

### *Legalities*

As this processing is done on the individual farms and some perique is sold directly to consumers the Bureau of Internal Revenue terms the perique farmer a quasi-manufacturer and he is subject to the usual regulations and licenses. Under the law, each producer must post a bond before harvest, covering the amount he expects to collect from his sale. Storage on the farm is under bond, and transfer of ownership is regulated under the tax laws. The small sale may be wrapped in old newspapers, but it has the U. S. Revenue stamp affixed.

### *Difficult*

Growing and processing perique is a real task. Usually a family raises 2 or 3 acres. The finely prepared seed beds, 3 feet wide and 30 feet long, are made early in the year. Seeds are mixed with wood ashes to

help in an even distribution by broadcast. The beds are covered with palmetto leaves to keep them moist and later to protect the young plants. Field planting takes place when danger of frost is over. The plants are cultivated several times during the growing season, occasionally with power machinery but with much hand hoeing. When about 2 feet high and in luxuriant leaf they are topped. Later they are dusted with insecticides and wormed by hand and the suckers are plucked off repeatedly.

Harvest in June or July involves the entire family for its crop is often scattered in several small patches because of the French pattern of settlement and land division. Menfolk cut the plants just above the ground with cane knives or machetes in the heat of the day so the sun will wilt the leaves before they go to the drying shed. There the plants are hung on wires stretched across the shed which is well ventilated at the bottom but closed at the top, and are air-cured for a week or two.

Next the leaves start on the long process which produces the strong, black, aromatic tobacco of the Acadians. They are taken from the stalks, whipped over a barrel to get off the dust, and placed in tubs or boxes covered with damp burlap sacks to keep them in condition. As they are graded and stemmed they are made into *torquettes* or twists, weighing about a pound, and cov-

ered and tied with the better leaves. This work is carefully done by women and children. The twists are packed tightly in heavy wooden barrels strengthened by iron bands, and are subjected to great pressure by means of a powerful screw jack.

### Aging

After the leaves have soaked in their own juice in the casks for a while the pressure is released, the twists are taken out, opened up and aired, and perhaps dampened with water. Then they are put under pressure again. This turning may be done four times on the farm and is continued after a dealer has moved the casks to warehouses.

To mention perique is to think of the Roussel family, which for four generations — Maximilien, Octave, Augustus, and Christophe—in patriarchal fashion has managed the production and marketing of a considerable part of the St. James crop. Christophe, who died about 10 years ago, was for nearly half a century the dominant figure in the perique industry. Known to the tobacco trade the world over as King Perique, he managed his four or five hundred acre domain with patience and skill and was said to know every man, woman, and child on it. Maximilien is supposed to have put into commercial use the methods Pierre Chenet learned from the Indians or the Spanish. The long curing process is often compared with wine-making, as proper aging improves both commodities and a close knowledge of the peculiarities is essential. The aroma and body of perique, like the aroma and body of wine, are critically appraised by fanciers and buyers.

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*The big commercial farm produces crops; the small live-at-home farm produces men.*

—ELMER T. PETERSON

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## Books

THE FARMER IN THE SECOND WORLD WAR. By WALTER W. WILCOX.  
Iowa State College Press. Ames, Iowa. 410 pages.

IN THIS historical study of agriculture and its economic and social problems with major emphasis on the period of World War II, the author maintains a remarkable perspective throughout the difficult undertaking. He has succeeded in using broad treatment without getting strangled with the details, and to present controversial issues in a forthright and objective way.

A brief statement of the significance of the war for agriculture is followed by the position of agriculture at the outbreak of war, and the problems of orienting agriculture to our wartime food needs. Some of the major problems affecting agriculture as a result of the war are stated—adjusting the production during the war, marketing, labor, land use, price policies, Government management of the food supply, and the effect of the war on farm families and family farms. The section on price policy is outstanding as it brings together a brief but comprehensive statement of our price policy for each of the major groups of agricultural commodities; it appraises these policies, points out their more pertinent weaknesses, and suggests how to avoid mistakes that are common to policies developed under pressure.

World agriculture and trade developments affecting our farmers are

considered—industrial expansion in relation to agriculture, the changing role of the U. S. D. A., the influence of farm organizations, and farmers and farm problems at the end of each World War.

Throughout, the author develops the thesis that most of our agricultural programs and policies have tended to be evolutionary outgrowths of immediate problems confronting farmers. He thinks that our agricultural leaders "have not anticipated the problems which later arose. They have been either unable or unwilling to take more decisive action until required by the pressure of events."

After describing the problems that were an aftermath of World War I, he outlines the several methods of approach used to solve them, and notes that at the end of both World Wars the emphasis has been toward improving our marketing facilities to avoid possible agricultural surpluses.

Mr. Wilcox has found it necessary "to go into both the political and economic factors leading to specific actions," and to present these problems objectively. This makes for a better understanding of the significance of and reasons behind the adoption of some of our agricultural programs. He heads one section of the chapter on the changing role of

the U. S. D. A. "Political Demands Dominant," and says that many able administrators who have left the Department in recent years have given as their reason "a dislike for the heavy administrative burdens imposed on them by congressional action and groups asking for Government help." The author writes that "contrary to popular opinion, there is a tendency to resist rather than seek additional business-management functions on the part of most administrators in the Department of Agriculture."

Readers may wonder about the title of the book. It implies a discussion of farmers' actions in the second World War, yet most of the material is related to agricultural programs and policies. Thus the book is much broader than the title implies. Those interested in agriculture—whether teaching, research, extension, or administration—will find it an invaluable aid in their work, and it would seem to be an

excellent text for those interested in public administration.

Possibly a rearrangement of certain chapters might have minimized repetition, making for a closer continuity of thought. As an example, Chapter 5, Agricultural Production During the War, might well be either preceded or followed by Chapter 17, Technological Developments Affecting Agriculture.

In his discussion of United States proposals for freer trade throughout the world Mr. Wilcox says that "this is far different world leadership than the United States exercised after World War I when protective tariffs were raised." This was written before some of the recent proposals were made.

The book is a real contribution to agricultural literature, and, as Dr. Stine says in the foreword, it was urgently needed and provides background and suggestions for dealing with postwar problems.

—Weber H. Peterson

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**RUSSELL LORD: THE WALLACES OF IOWA.** Houghton Mifflin Company, Boston. 615 pages. (A Life-In-America Prize Book.)

INTEREST and importance far beyond the contemporary speculation concerning the political future of Henry A. Wallace characterize this book. By presenting three generations of the Wallace family as more than separate personalities, by relating them to their Scotch and Western Pennsylvanian origins, the westward migration, and the building of the great agrarian civilization of Iowa and the upper Mississippi Valley, and by showing how they came to participate in State, national, international, religious, scientific, and educational

movements and events, Russell Lord has added richly to the materials for the study of modern history. His analysis of the origins of programs, policies, movements, and decisions centering particularly in problems of agriculture in the widest sense makes this a valuable source book for students of government, economics, and the social sciences.

Workers in the United States Department of Agriculture, the land-grant institutions, agricultural journalism, and those active in progressive movements during the past half

century and more will here find a special, frequently personal, interest and value. There are revealing accounts of James Wilson, Seaman Knapp, George Washington Carver, for example; of the work and influence of Spillman, Henry Taylor, and many others active in administration and research.

But it would stand justified alone for its portrait of a rich family life—marked by successes and happiness as well as by failures and tragedy—of a sort we cherish as the justification of the American experiment. Too little is known, of it, not only among foreigners but among ourselves.

Russell Lord possesses the rare ability of presenting candidly not only his own judgments and values concerning what he is analyzing and recording but also a rich texture of factual background of the subject discussed and the attitudes of other observers and participants with different judgments and values.

Readers therefore share in a human—that is, mixed—situation interpreted by a man who is not merely negatively “fair” but is eager to get at the true and significant and frequently inspiring record from which we can derive, if we will, insight into life. This is not a study in idolatry or cynicism, but in humanity. It is now some 30 years since Van Wyck Brooks urged American writers to discover our “usable past.” *The Wallaces of Iowa* is a major landfall in such exploration.

There is space for only these quotations. First, the dedication:

#### “To Raymond Clapper 1891-1944

“Late in 1943 when we were talking Ray said: ‘You have stretched a large canvas for your panorama but these Wallaces are a great subject. They are great because they are natural. Tell the whole story and keep it close to the ground. That is their strength.’ ”

And this (p. 560):

“The plan of this book as laid down in its first chapter, drafted early in 1940, was to treat of the Henry Wallace who is born in Chapter V, not as a stray, unpredictable character thrust by odd circumstances upon the world’s attention, but as a man born and reared to fulfill definite purposes in his time.”

It is a long book. Perhaps the Afterword carrying the career of Henry A. Wallace beyond the death of President Roosevelt—of necessity, less rich, in revealing episode—could have been replaced by some interpretations of the life of the family in their time and place as a corporate human group—this, as a signal of departure and reappraisal. But perhaps the author was wise in closing on a note of the unfinished and continuing. Such is his quality that we feel that his achievement, this rich book that has grown out of the long labors of a man busy in affairs, is somehow a group achievement, a creation of all who work in their various ways for the good of this Nation.

—John M. Gaus

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*A good book is the precious life-blood of a master-spirit.—Milton*

TOWARDS WORLD PROSPERITY. A SYMPOSIUM. Edited by MORDECAI EZEKIEL. Harper & Brothers, New York. 455 pages.

CONTRIBUTORS to this volume, the representatives of a dozen or more countries, furnish precise and valuable information with regard to the effects of the war and with regard to industrial possibilities ahead. Mostly economists or administrators, they deal with economic questions and leave politics out. Necessarily diverse in their concrete subject matter, they seem to agree pretty well on a unifying principle—that the world needs more factories, especially in countries heretofore predominantly agricultural. Aware that the industrialization of undeveloped nations will pose new problems as well as solve some old ones, they hold in general that backward countries should not continue to be mere hewers of wood and drawers of water. They have faith, based chiefly on the hope of an over-all increase in production and distribution, that more industry in farm countries will not leave factory countries in want of markets.

It must be said nevertheless that the book leaves unanswered, even by implication, possibly the greatest economic question of our time. What will happen to countries that produce chiefly inedible products when the farm countries likewise produce such goods? What is to be the fate of countries that are highly specialized in industry when all farm countries have factories? But that is a long way in the future and meantime the authors provide a fund of information as to what is industrially possible at once. Particularly inter-

esting as representing one kind of opportunity and problem are the articles on Great Britain, the Low Countries, and Germany. Equally interesting as representing a different and contrasting need are the articles on Australia, South Africa, Mexico, and China. There is an excellent article on Soviet Russia but no article on Japan. Curiously, the book lacks a chapter on the United States, though Dr. Ezekiel glances at our position in his introduction and in chapters entitled Economic Effects of the War and World View and Industrial Possibilities Ahead.

Anyone who needs condensed, authoritative information about what the war did to the economic systems of western Europe, defeated central Europe, eastern Europe and the Soviet Union, the Mediterranean Basin, India, and China, the British dominions of the Southern Hemisphere, and the American north and south of our borders can find it here. He will not find an analysis of the relation between industry and agriculture across frontiers; the contributors attack their subjects from the standpoint exclusively of particular countries. Precise indications as to what might be done to develop particular industries in particular places the reader will find in abundance. Economic blueprints point to vast industrial possibilities, with an optimistic prospect that would be dazzling but for the drawback that as yet the world cannot employ the industrial power it has.

—Arthur P. Chew

**SOIL AND STEEL.** By P. ALSTON WARING and CLINTON GOLDEN.  
Harper and Brothers. New York. 240 pages.

ALTHOUGH their economic interdependence has not become axiomatic, the social and political problems of effective farm and labor cooperation are still unsolved.

In this book, experienced and practical philosophers of farming and labor, respectively, explore these problems. In easy semijournalistic style they survey the realistic and growing contacts between farmers and workers, and the existing organized means for better cooperation—cooperatives, TVA's, labor unions and their affiliated activities, local organs of farm and community activity. The C. I. O., P. A. C., and Farmers Union stand out to them as agencies consciously working for the general welfare, whereas they regretfully name other organized groups as often concerned more with immediate selfish interests.

The authors recognize the inadequacies of present efforts for farmer-labor cooperation. Despite their faith as good liberals in planning for full employment and in the common interest, they speak of "the period of social inaction which settled upon us after the war," and the problem of how to keep voters carrying on the fight for progress and reform while

enjoying temporarily the lush fruits of full employment and high wages.

The book is more provocative in social and political ideas than in economic theory. It expresses the farmer's dependence on high and stable industrial activity, and the worker's need of real pay rising with real productivity. Yet it prescribes still greater productivity as one key answer to the farm problem, although farmers have often increased their productivity faster than society could adjust to it. For labor, it prescribes machinery for collective bargaining as the main need, with government to intervene only when business and labor fail to establish the machinery, or when it "fails to function." On the issue of *what* government should do, when it does intervene, it is silent—and that is the key economic problem of how to maintain full labor democracy and full employment without a continuous inflationary spiral in wages and prices.

The book expresses the hopes of wise, liberal, well-meaning men. But it leaves the critical problems, economic as well as political, for others to solve.

—*Mordecai Ezekiel*

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*Books are the best levellers. They give to all, who will faithfully use them, the society, the spiritual presence, of the best and greatest of our race.*

—W. E. CHANNING

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**SMALL TOWN.** By *GRANVILLE HICKS*. New York. The Macmillan Company. 276 pages.

**SMALL COMMUNITIES IN ACTION.** By *JEAN and JESS OGDEN*. New York. Harper and Brothers. 244 pages.

**THE SMALL COMMUNITY LOOKS AHEAD.** By *WAYLAND J. HAYES*. New York. Harcourt, Brace and Company. 276 pages.

SMALL TOWN is much more than the story of how Granville Hicks, writer and social thinker, got along in a small town in upper New York. It is also a critical and realistic appraisal of the place of the small town in the new scheme of things. The reader finds something more than the usual critical reaction of an intellectual to small-town conservatism and ways of living. Hicks is critical of the small town, but he also appreciates its people and its values. He is pessimistic about the small town's future, but he does not think that matters would be better under a highly centralized totalitarian government.

The best chapters are those on The Future of the Town, The Larger Society, The Burden on the Schools, and finally, The Duty of the Intellectuals. In them the author states his conclusions—that is, his philosophy of the small town. As a socialist, he approached the problems of society from the "big end." Now he sees "the importance of the little end" and has come to feel that "it is nearer my size." Nevertheless, he still believes in the need for and potentialities of large-scale planning—at regional and State levels.

Granville Hicks' concluding philosophy may be summarized in the following quotation:

"I have learned to moderate the optimism that once was so strong in me. I think it wholly likely that attempts at peaceful organization of the world may fail, with either an-

archy or tyranny as the outcome of the resulting wars for world hegemony. I think it probable that democratic social planning will come, if it comes at all, only after further experiments in totalitarianism. But just as I no longer believe in the inevitable progress of mankind onward and upward forever, or in the operation of a dialectical materialism that guarantees the safe arrival of the classless society, so I do not believe in irresistible forces making for either chaos or despotism. I see no reason to assume that our problems cannot be solved. If they are solved, there will of course be other problems, but that is a different matter. All that we have to worry about is the battle that lies directly ahead—and that is plenty. I have no formula for victory, but merely ideas about some of the ways in which we might make a start."

Educators and community organizers will find the books by Hayes and by the Ogdens of practical value. They describe what small communities are doing and give practical suggestions that will be of help to community leaders everywhere.

**SMALL COMMUNITIES IN ACTION** is largely a readable compilation of case illustrations of successful community achievements. These stories encompass a wide variety of projects and methods. The basic data were obtained by the authors in personal visits and interviews in these communities. There is nothing new

in this method and in the hands of an uncritical amateur it might yield biased results. The Ogdens are not amateurs and they are fully aware of the basic problems of community organization. In putting their stories together in book form they have rendered a great service to applied rural sociology.

THE SMALL COMMUNITY LOOKS AHEAD by Wayland Hayes is a

systematic and practical guide to small community planning for the Atomic Age. Many illustrations are drawn from the communities of the Tennessee Valley area where the author lives. This book will probably be widely used in short training courses for rural leaders. It has a short, well-selected bibliography and several tools for use in community and leadership analysis.

—C. Horace Hamilton

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LAND FOR THE SMALL MAN: ENGLISH AND WELSH EXPERIENCE WITH PUBLICLY SUPPLIED SMALL HOLDINGS, 1860-1937. By NEWLIN R. SMITH. King's Crown Press. New York. 287 pages.

COLONIAL AGRICULTURAL PRODUCTION: THE CONTRIBUTION MADE BY NATIVE PEASANTS AND BY FOREIGN ENTERPRISE. By SIR ALAN PIM. Oxford University Press. London, New York [etc.]. 1946. 190 pages.

THESE STUDIES are concerned with the two situations that confront any student of the relations between forms of land occupancy and use and rural well-being throughout the world: (1) relatively homogeneous indigenous tenures that have developed unified characteristics over the centuries without being uprooted and disturbed from the outside and (2) relatively heterogeneous tenure conditions where native subsistence farming exists side by side with plantation organization brought in by commercially minded western capitalists.

Smith's book about the struggle of the small man for land in England is concerned with one segment of the tenure problem in a homogeneous culture. Sir Alan's study is concerned with the agricultural problems posed by the side-by-side existence of plantation capitalism and peasant small holdings. The former problem is largely one of allocating

resources among competing groups; the latter problem is mainly one of making complementary large-scale farming and peasant self-sufficiency. Of the two the latter is by far the more difficult.

LAND-HUNGRY SMALL MEN of England and Wales have made a long fight for economic, social, and political security. This excellent study traces significant developments to 1937, including the conditions out of which grew agitation for land, remedial proposals, legislative enactments, and it evaluates programs.

These "small farms" include garden allotments, subsistence homesteads, and single family farm units. Straightforward descriptive phrases furnish the necessary background. Analytical aspects are based upon well-documented statistical evidence. When information would not permit well-grounded generalizations the author indicates the direction that

further study should take. Citations, index, and bibliography are valuable. The sources are largely official.

The summary compares and contrasts, under ten major hopes, advocates' claims and actual results. A noticeable degree of change was achieved *only* in increasing opportunities for the advancement of laborers to the position of small holders and farmers and in the increase of new blood into farming. Measured in terms of the hopes explicitly claimed by advocates, this conclusion is doubtless well-founded. But it appears all but fantastic to have hoped for much greater advance in such a large economy in so short a time.

LAND-RESTRICTED native peoples and western capitalists have struggled for years to make compatible a commercial agriculture and subsistence living. Sir Alan's penetrating study indicates that, ". . . the main problem is to establish mutually beneficial relations between the two systems, so as to combine the advantages of the intensive production of plantations in specialized directions with the peasant's facilities for growing subsistence crops."

Analysis is made of the multifarious problems of production techniques and capital investments, irrigation and conservation, land settlement and use, marketing and processing, cooperatives and credit, health and education, and security and human welfare.

The utter fairness of the analysis and the clear recognition of the acute interdependence of the economic, social, cultural, and political factors are impressive. The author holds that the history of colonial policy gives no justification for complacency as regards the success of the British in dealing with these problems. He believes that a plantation system can fulfill valuable economic functions when combined with a suitable system of peasant agriculture.

The study refers to specific means of improving conditions under which land is occupied. It evaluates the place of central service farms and collective farming. Recent experience is not included, although the attitude of colonial peoples has changed vastly in the last decade and the thinking of agricultural leaders has progressed.

—Marshall Harris

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*It is the duty of every man to endeavour that something may be added by his industry to the hereditary aggregate of knowledge and happiness. To add much can indeed be the lot of few, but to add something, however little, every one may hope. . . .*

—SAMUEL JOHNSON

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THE SOIL AND HEALTH: A STUDY OF ORGANIC AGRICULTURE. By SIR ALBERT HOWARD. The Devin-Adair Company. New York. 307 pages.

THE MOST disparaging remark that can be made about a scientist is that he has a closed mind. Consequently, here in *The Soil and Health* is a challenge to every scientific worker in the field of agriculture. It matters not whether one believes Sir Albert to be correct in his conclusions, for facts simply are not available either to confirm or to deny many of them. The important thing is that here is a convincing account of an effort to improve plant and animal health through soil-management practices that are contrary to most of the accepted ideas of today.

The author pays tribute to the results of orthodox scientific investigation. He points out, for example, the contributions of the soil microbiologists who have "classified, labelled, and carefully observed" the soil population. He is, himself, a mycologist with a considerable record of accomplishment in the prevention of insect and parasitic infestations. The foundation of his system of soil management is based on his experience and observations in controlling troubles of this kind.

Part One contains much information concerning humus that is known and taught in the United States. This is interwoven skillfully with a brief historical background that makes altogether for good reading.

Part Two is more of a compendium of Sir Albert's own observations and experiences in the use of composts. With respect to these, even the critical reader will acknowl-

edge that although the explanations as to causes and effect may not always be acceptable or logical, the reporting of events is patently honest. One feels at once that here is a man who has actually observed these things.

It is unfortunate, although understandable, that the section dealing with health of animals and people in relation to soil is not nearly so convincing as that dealing with plants. The author has two counts against him here: lack of background for evaluating these relationships, and practically no experimental results that are reliable. Consequently, he enters the realm of speculation, with, in some cases, unfortunate results. Many of the examples he cites of a relationship between health and soil fertility are hearsay. There seems also to be an effort to infer a relationship between conditions and results that simply or accidentally occur simultaneously. He cites, for example, the case of the cats who ate only those potatoes from certain soils, refusing other potatoes. One wonders, of course, about potatoes as an article of diet for the cat, and whether only potatoes were available to these unfortunate animals, thus creating in them the urge to eat potatoes in order to survive.

The book should make a considerable contribution in convincing people of the importance of food of optimum nutritive content in their diet.

—Kenneth C. Beeson

THE CARIBBEAN LAND TENURE SYMPOSIUM. By *CARIBBEAN COMMISSION COMMITTEE ON AGRICULTURE, NUTRITION, FISHERIES, AND FORESTRY OF THE CARIBBEAN RESEARCH COUNCIL*. Port of Spain, Trinidad, B. W. I. 377 pages (folding map).

CUBA struggles with the task of settling families from its cities on the quarter of its arable land still uncultivated. The Dominican Republic wrestles with an agrarian policy aimed at diversification of production and an extension of its productive land area. Haiti vacillates between concentrated government ownership and excessive fragmentation of private holdings. In Surinam, the territorial government of the Netherlands directs its agricultural program at the mixed cultures and divergent needs of European planters, emancipated Negro slaves, Indian and Javanese small farmers. British Guiana, which by an anomaly of history owes its land-tenure system to the Dutch, has eight forms of tenancy, only one of which affords real security of tenure. And so it goes.

The technical committee of the Caribbean Commission sponsored in 1944 a conference of land-tenure specialists, representing three republics and the territories and colonies of

the four major foreign powers in the Caribbean area. In the words of the report, this undertaking was of epoch-making proportions. Considering the scope of the subject matter, the variety of social, political, and economic institutions that were crowded under the same spotlight of free discussion, and the unprecedented character of the sponsoring organization, this bit of self-appraisal may be said to be modest.

A complex blend of conflict and harmony in human relations, the Caribbean area has one common ingredient in its land-tenure problems—the unrelenting pressure of population upon a limited area of developed land. Nowhere is land hunger more pronounced than in Puerto Rico, where an essentially agrarian population has access to only one-third of an acre of cropland per capita. Through the six reports on Puerto Rican land reform runs a bold theme of revolution that is calculated to disturb a reader who has been conditioned to a land-rich econ-

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*... That a peace based exclusively upon the political and economic arrangements of governments would not be a peace which could secure the unanimous, lasting, and sincere support of the peoples of the world, and that the peace must therefore be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind.*

—From the CONSTITUTION of UNESCO

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omy. From this emotional setting there emerge some passages of rich prose. A sample:

"It (Puerto Rico's 500-acre limitation on landholdings) is the voice of a landless people. It is an aspiration to survive and keep on living, but living a life based on human dignity . . . it stems directly from the soil, from the open furrows, as a product of the land itself. It gives inviolability to land tenure . . . assurance that land will be a merchandise no longer but a source of significant social worth. It looks at land tenure as a social function, and says that the right to rural property

cannot be exercised against the general welfare."

As a source of land-tenure intelligence, this Symposium plays the field. As a study of agricultural-policy development under greatly varying political circumstances, it provides a unique frame of reference. Marshall Harris contributes a thoroughly readable summary and analysis for the quick and the lazy. An attraction to multi-lingual students of tenure is found in the English, Spanish, French, and Dutch summaries of individual papers.

—*Joe R. Motheral*

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"**SUCCESSFUL PART-TIME FARMING.**" By *HAYDEN S. PEARSON*. Whittlesey House (McGraw-Hill Book Co., Inc.). New York. 322 pages.

ONE might think this subject would have been exhausted in the days of Cato. Far from it. The present lively interest is attested by the stream of books and articles on the subject. Mr. Pearson is one of those rather rare writers in this field who actually knows the difference between a whiffletree and a dose of rotenone. So this book is above the average.

Starting out with advice about where and where not to locate, the book works down through such topics as fixing up old farm buildings, essential tools, how to make a good garden, advice on hens, pigs, milk goats, and the like, and even winds up with some recipes for substantial Sunday dinners—home-grown.

One chapter that appeals to this reviewer the least is on the family cow. If the advice therein is followed, a reader will wind up owning

a milking shorthorn—in other words, is likely to find himself in his great-grandfather's boots, milking an old brindle cow.

Some of the best chapters are on the development of a small business in berries, fruits, vegetables, greenhouses; and there is an interesting chapter on homecrafts which conceivably might pay some profit on the side. In general, perhaps it may be said that Mr. Pearson likes to delve into the exact figures of cost and profit more than is justified in this uncertain world. But it can also be said that he seasons his book throughout with more than ordinary common sense based upon obvious experience. All in all, the hopeful couple looking toward a little place in the country can learn a lot out of this book.

—*A. B. Genung*

JESSE BUEL, AGRICULTURAL REFORMER. Selections from His Writings Edited, with Introduction by HARRY J. CARMAN. Columbia University Press. New York. 609 pages.

JESSE BUEL (1778-1839) belonged to that distinguished but comparatively unsung group of heroic Americans who have devoted most of their energy to the cause of better farming and the improvement of agriculture as a way of life. Having achieved success as a printer and businessman, Buel turned to farming and rural life in 1821. By scientific methods he made his 85-acre farm in the sandy barrens west of Albany, New York, a paying enterprise as well as a veritable agricultural experiment station. To disseminate the principles of improved farming, he carried on extensive correspondence, was secretary of the New York State Board of Agriculture, wrote many articles for the agricultural press, made *The Cultivator* which he edited the most popular farm periodical in the country, and promoted the cause of agricultural education in the New York legislature and elsewhere. Motivating his varied activities was his profound faith in the importance of agriculture to a nation and in the necessity of an educated citizenry if democracy was to fulfill the destiny he visualized for it.

This volume is largely a self-portrait, for with the exception of Dean Carman's biographical introduction Buel himself is the author. The first section is devoted to correspondence, editorials, and articles by Buel from *The Cultivator* and other farm papers. The second consists of addresses before agricultural and horticultural societies. The third is a reprint of the 1839 edition of Buel's

book, *The Farmer's Companion*, and its appendices.

Buel prepared this book at the request of the Massachusetts Board of Education for use in the school and rural libraries of that State. It is a summary of Buel's agricultural experience and wisdom. It covers practically every phase of husbandry and reveals the author as a master in his time. Concerning the book's scientific and literary attainments, Buel wrote: "I write as I think and practice; and have endeavored to adapt my style to the capacities of common readers. . . . Indeed, so far as my ability would permit, I have endeavored to unite science and art as I think they ever ought to be united; . . ." According to Buel, "The great objects of the farmer should be to obtain the greatest returns for his labor, without deteriorating the fertility of the soil; and to restore fertility, in the most economical way, where it has been impaired or destroyed by bad husbandry."

The introduction is an excellent interpretative summary of Buel's life. The editorial annotations are well done. Although there is apparently no entry that leads to such data as Buel's outline of objectives for a board of agriculture (pages 50-51) which Commissioner Newton is supposed to have used as a guide in inaugurating the United States Department of Agriculture, the index is probably adequate. The volume is a significant and useful addition to the literature on agricultural history.

—Everett E. Edwards

## Valedictory

The editor of the *LAND POLICY REVIEW* announces with regret that with this number the magazine ceases publication. This decision is due in part to retrenchment and in part to a question as to how much a magazine of this kind is now needed.

As the *REVIEW* has many friends who have read it, contributed to it, and discussed it, and who answered the questionnaire addressed to them last year with an urgent cordiality, some explanation is due them as well as thanks for their detailed replies and suggestions.

Problems in land economics were decidedly to the fore in the 1930's. Economists who had been faithfully cultivating for years this somewhat neglected field found themselves immersed in or leading new and resolute attacks on old and entrenched perplexities. Both long-time and emergency research bulwarked vigorous action programs, all centered more or less directly on a more efficient and intelligent use of our land resources.

Among the newer segments of the research problems were land appraisal and land values, land classification, flood control, water utilization, finance, and institutional analysis. The old problems of land tenure continued to demand attention, of course. Some of the action programs were forthright and bold in their assault on matters that were crying for remedy.

In these new lines of work and in the redirected lines of older research and study there was need for con-

stant interchange of ideas and information among the economists, technicians, and local leaders, and among the laymen who make up the citizens for which the work was being done and whose support was vital to its success. Objectives, procedures, and methods had to be known and understood and all ideas that might really contribute were to be aired and examined.

In recognition of these requirements the *LAND POLICY REVIEW*, concerned with land policies and the development of land matters, began publication as a monthly in 1935. It gradually considered many agricultural questions and then broadened its scope to include thoughtful contributions from workers in any Federal or State agency who were concerned with the problems of the land and related matters—for problems of land and problems of people are too interwoven to be sharply separated along any one borderline.

As the work on these problems and programs has progressed or been discontinued or been completed, the need for just that kind of a forum seemed less imperative. The *REVIEW* became a quarterly and became more factual in content though it has aimed to be diversified, to present fresh viewpoints in fresh terms, to be a step ahead of events, and to look always toward the future. It has greatly appreciated its support among its readers, and it is confident of their continued interest in the themes to which it has been devoted.

*Observe always that everything is the result of a change, and get used to thinking that there is nothing Nature loves so well as to change existing forms and to make new ones like them.*

—MARCUS AURELIUS

